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Mr Nick Armstrong Senior Planning Officer, North District Department of Planning, Industry & Environment Via email: <u>Nick.Armstrong@planning.nsw.gov.au</u>

Dear Nick,

PP-2020-141: 173-179 WALKER STREET & 11-17 HAMPDEN STREET RESPONSE TO SUBMISSIONS

On behalf of the Proponent, Avenor, this letter sets out the Response to Submissions (**RtS**) that were received during the formal Public Exhibition of the Planning Proposal pertaining to land at 173-179 Walker Street & 11-17 Hampden Street, North Sydney (Reference: PP-2020-141).

The Planning Proposal was exhibited for public comment from 29/10/2020 - 26/11/2020. During that period, 142 submissions were received. Six of those were from agencies whilst the remaining submissions were from residents. The number of submissions is reflective of the site's location in a dense urban area, undergoing a period urban renewal as a result of the State Government's significant investment in infrastructure. The majority of resident submissions were within a small number of apartment complexes adjacent to the site.

The issues raised in the submission are consistent with matters that the Proponent has been managing through refined building envelope testing and modelling over the past four years and at the direction and guidance of the DPIE (through gateway conditions), the Panel (through the previous rezoning review determination) and Council (through their assessment of the previous and current Planning Proposal).

These key issues are defined as:

- 1. View loss and view sharing
- 2. Overshadowing
- 3. Building height
- 4. Consistency with Council's endorsed studies
- 5. Heritage
- 6. Traffic and pedestrian movement
- 7. Construction associated impacts

In addition to the above issues, Council, in their submission, requested that a detailed area schedule be provided. That information is now submitted with this letter (**Attachment A**).

It is acknowledged that the submissions raised other items such as loss of property value, noise pollution and over population, however these items are not a relevant consideration in the merits of this Planning Proposal.

The follow table addresses the issues identified above.



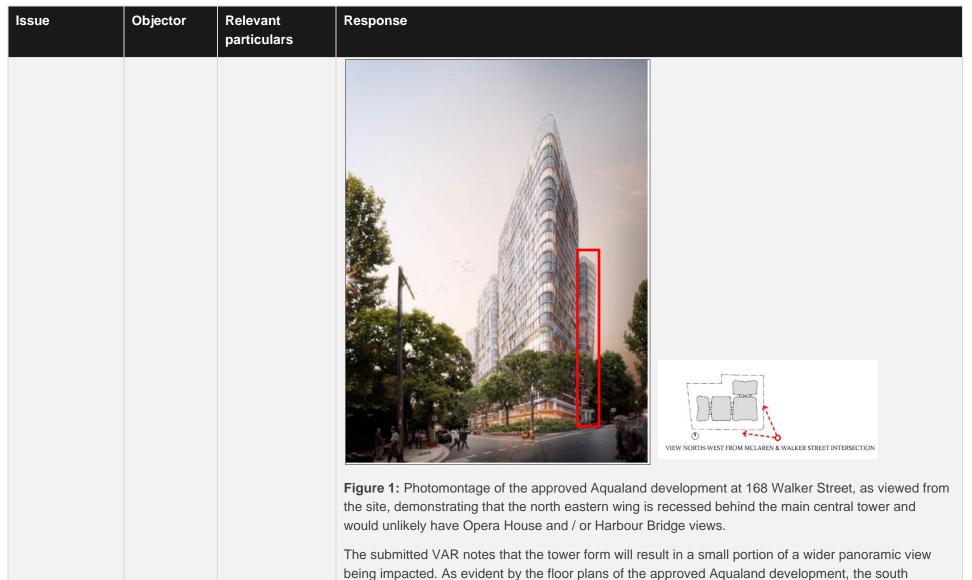
 Table 1: Proponents response to key issues

Issue	Objector	Relevant particulars	Response
View loss and view sharing	Aqualand 168 Walker Street	View analysis claims: view loss to potential future dwellings that could have views or partial views to Sydney Opera House View loss to potential future dwellings that could have views or partial views to Sydney Harbour Bridge View loss to potential future dwellings that could have Sydney Harbour views.	 The approved, yet unconstructed, Aqualand development is a 28 storey mixed use development comprising ground floor commercial with 415 residential apartments above. The purported level of impact is overstated and doesn't warrant any change to the concept envelope of the planning proposal. The reasons are outlined below: The Aqualand development is not yet constructed and may not proceed or be completed. The future potential apartments in the Aqualand development would continue to have expansive views including of Sydney Harbour and the Sydney Harbour Heads. Any potential future views the Aqualand units could have of the Opera House are very distant (2.5km away). The Planning Proposal concept design has gone through a rigorous public consultation process over 4 years and built form has been significantly amended and adjusted to cater to comprehensive feedback from surrounding landowners. The Sydney North Planning Panel and North Sydney Council provided feedback to achieve objective of maximising views through the site from the West towards the East, rather than from the North to the South, given the CBD buildings. The current proposed built form achieves this. The view image contained within the Woods Bagot Visual Impact Assessment (VIA) claims loss of Opera House views, actually illustrates that the proposed location and height of the building envelope would not obstruct those views (refer to Figure 2). 168 Walker Street is located approximately 100m north-west of the site, with the topography being at approximately RL70. An elevation of 15m-20m higher than the topography of the site. The significant physical separation distance of the proposed building at 168 Walker Street to the East Walker Street



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		View loss is to occur from levels 5-28.	Precinct and higher ground level of 168 Walker Street, results in the proposed building envelope on the site being only a minor built element in the expansive viewshed available to the approved apartments at 168 Walker Street.
			It is acknowledged that any building envelope on the site will result in partial view loss to surrounding residential apartments. However, the VIA is based upon an urban design analysis of a development that yet to be built or still may not proceed to completion. The VIA claims to be based on the planning principle for views as set out in <i>Tenacity Consulting v Warringah Council [2004] NSWLEC 140</i> . However, the submitted information has not been quantified by data such as the exact location of the view (front or side boundary and from what kind of space), the RL at which the image is taken, the focal length of the lens and whether the view is magnified. Further, the VIA only provides images of affected view locations and does not confirm the extent of the available wider panoramic view. A full and proper analysis of the extent and impact of the view has not been provided. Therefore, the VIA has not been legitimately prepared in accordance with the assessment criteria for <i>Tenacity</i> and the accuracy and validity of the view impact and extent of view loss is unverified.
			The VIA claims that there will be a loss of views to the Opera house from 117 of 140 dwellings, noting that there are 415 approved apartments in the development. This includes 'potential views' obtained from the vertical stack of apartments within the north eastern tower which have their primary orientation to the north and east. This tower is also setback behind the main corner tower (Figure 1). Any views towards the Opera House, if available, would be oblique views from the very periphery of the building line or from a bedroom, not primary living areas. Views to the Opera House are also noted as including apartments at level 5, within the north eastern tower, the main 'central' tower and the western wing. The accuracy of such views is questionable, given this level would be below RL100m. As evident by the drone imagery provided within the Visual Assessment Report (VAR) prepared by Richard Lamb and Associates (RLA) (Figure 3), the Opera House is not visible from the Aqualand site at RL119.6m as any view corridor from this level is blocked by Century Plaza.

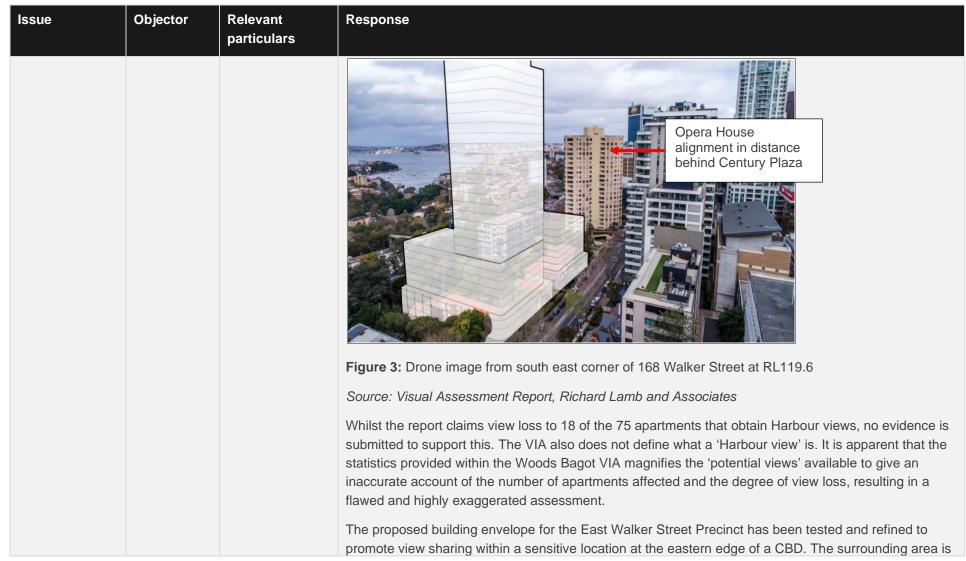






Issue	Objector	Relevant particulars	Response
			eastern corner apartments have expansive panoramic views to the east and south. The proposed building envelope comprises a small proportion of this wider panoramic view, promoting view sharing.
			Further, as illustrated within the VIA (excerpt provided in Figure 2 below), views to the Opera House are obtained to the south, over the top of the Century Plaza building. The location of the proposed tower form on the site is east of this view corridor, therefore further confirming retention of this view corridor.
			Figure 2: Harbour Views from Level 23 (81m) of the approved Aqualand building, confirming the distant glimpse of the Opera House. The proposed building envelope on the site has been overlayed, illustrating that views to the Opera House would not be obstructed.Source: Woods Bagot (overlay of proposed building envelope by SJB).



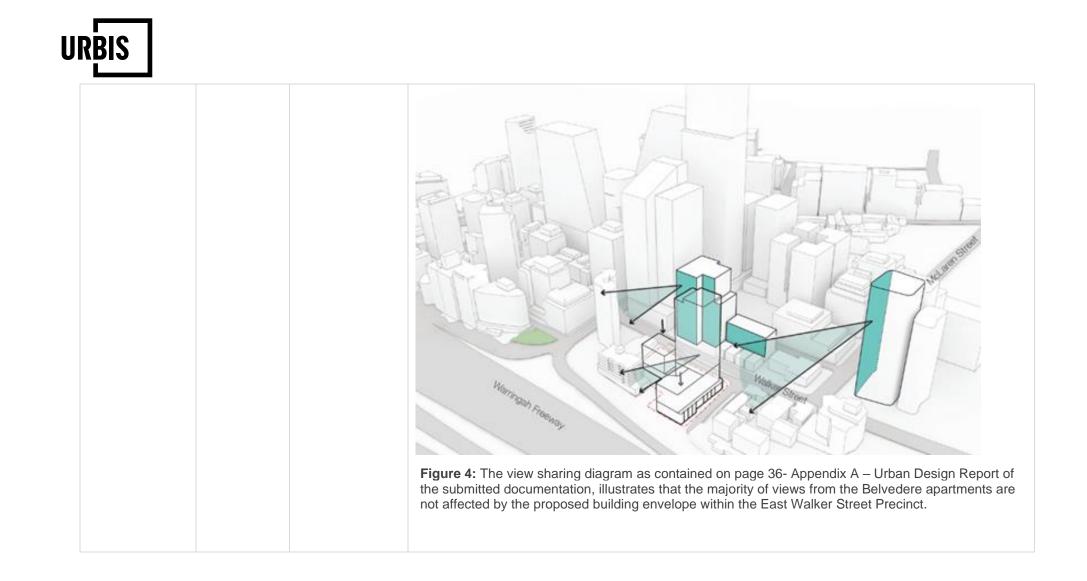




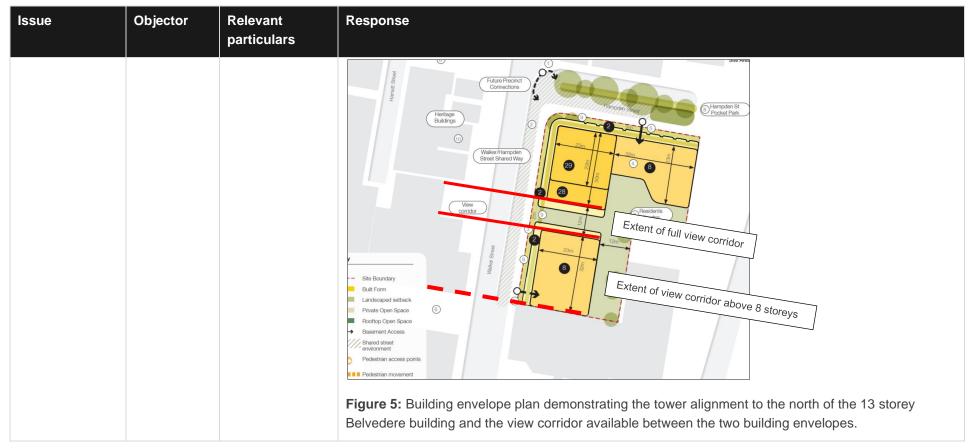
Issue	Objector	Relevant particulars	Response
			of a high density residential nature. It is accepted that some private domain views will be compromised. However the development promotes the principles of view sharing.
			Importantly, the Council endorsed Civic Precinct Study nominates a 20 storey tower form within the north western corner of the site. This indicates that Council, through their independent urban design analysis, supports a degree of view affectation associated with this location. Whilst the tower height proposed by Council is not consistent with the Panel decision on the subject site, the impacts from the additional storeys are not specifically identified in the SJB submission as the issue.
			A detailed view impact assessment was undertaken by RLA to support this Planning Proposal which is of a depth of analysis sufficient to support an assessment on the strategic and site-specific merit of the proposed LEP changes. Following LEP gazettal, the concept will be refined in detailed design and at that stage for in-depth analysis of the architectural design and managing impacts will be carried out as would be expected for a development application.
			For the reasons above, given the concept is consistent with the gateway determination requirements of the Panel and supported by a detailed VAR illustration that any impacts are reasonable given the site context and expectations of view sharing in an area identified by Council for significant density uplift owning to the proximity to the metro station.
			A further response to view impacts raised in the Aqualand submission is detailed in the Visual Assessment Letter prepared by RLA (Attachment B).
	138 Walker Street Belvedere	Loss of views Use of online marketing	The Belvedere apartments are located to the west of the site at 138 Walker Street. It comprises two tower forms. A southern tower of 20 storeys and a northern tower of 13 storeys, which is setback 20m from the Walker Street frontage.
		material to make a vague assessment of	A review of the submissions confirms that the submitting parties have not properly reviewed the new revised building envelope for the site. In which, the building envelope shifts the tower form to the north with the specific objective of addressing their previous feedback. By shifting the built form north, this



Issue	Objector	Relevant particulars	Response
		view affectations to Belvedere	preserves the majority of views from the Belvedere tower, particularly those within the northern tower (Figure 4). A number of submissions have misinterpreted the Urban Design Package and raised objection against the '2019 special provisions scheme.' This scheme is superseded by the further developed and refined 'concept envelope' which specifically addresses this matter. Many of the concerns raised in those submissions have therefore been addressed by the outcomes of the concept envelope.
			Following the recommendations of the Sydney North Planning Panel and the Department of Planning, Industry and Environment (DPIE), the building envelope has been significantly revised to reduce the length of the tower form along Walker Street and in doing so, better promotes view sharing and enables view corridors through the site from the Belvedere apartments on the opposite side of the street.
			This has been achieved by creating two building forms, a reduced scaled slender tower within the north-western corner and a smaller building element to the south. The tower form is limited in footprint and from levels 9 -29, the built form is located wholly within lots at the corner of 11 Hampden Street and 179 Walker Street. At the ground floor – level 8, the built form has been split to create a 12m above podium separation distance. The break within the building envelope has been designed to retain views from the northern 13 storey building within Belvedere, across the site. This view corridor is evident in the draft building envelope plan (Figure 5) and also clarified by the location of building footprints in Figure 6 . Aerial imagery and the location of the tower confirm that the tower is located to the north west of the Belvedere apartments and therefore, upper level views from these apartments would likely be retained.









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			Figure 6: Floor plans from levels 9-29 demonstrating the small footprint of the tower form and its location in the north-western corner. This confirms that Belvedere residents retain views over the site, evoking the principles of view sharing.
			The refined building envelope and limited building footprint of the tower form supports a view corridor from west to east, through the site. The 20 storey Belvedere tower would retain views over the 8 storey building envelope. This is similar to the built form of the apartment building at 88 Berry Street, which already limits views to the east from Belvedere. This built form is also consistent with that contemplated on the site by Council's endorsed Civic Study.
	45 McLaren Street	View loss have not been	45 McLaren Street is a small 3-4 storey older style residential flat building located approximately 40m north west of the site, sitting on elevated ground level compared with the site. The site is not identified



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		adequately demonstrated in the submitted report.	to receive an increase in permissible building heights in the endorsed Ward Street Precinct Masterplan (2020), within which this site is located. There is an active Planning Proposal over this site, seeking uplift for a building of up to 16 storeys and an FSR of 7.5:1. The issues raised by the submitter pertain to competing developer interests.
		Allow for reasonable view sharing	The submission states that the VAR Report (August 2020) is insufficient as it only considers 5 views. It is noted that 3 reports and additional supplementary information have been prepared by Richard Lamb between Sep 2017 – Aug 2020. The report evolved to focus on the identified key locations, drawing on the findings of previous view analysis undertaken for the site and the issues raised by the Panel and Council. The view analysis has also taken into consideration the findings of council's own view studies undertaken as part of the wider strategic planning work for the Ward Street Precinct.
			The August 2020 documents is a targeted report and does not include all view points that have been considered throughout the assessment of this Planning Proposal.
			Further, given this site has an active Planning Proposal and is likely to be redeveloped at some future stage, undertaking a full view loss analysis from this property would be superfluous at this stage as there is no certainty of the outcome of this application. 45 McLaren Street is located within the existing contact of high density residential and commercial development in North Sydney CBD. As a result of this urban context, it is unreasonable that the future development of nearby high density residential sites is limited in order to preserve view lines from a hypothetical building.
			Finally, as this Planning Proposal does not constitute a detailed development application, a view impact assessment from individual apartments in accordance with the principles of Tenacity, is a ultimately a matter for DA consideration.
	221 & 229 - 231 Miller Street	Inadequate view loss analysis completed	The residences at Miller Street are located approximately 160m from the site. The properties are located along the western extent of the Ward Street Precinct. A Precinct identified for significant uplift.



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		Report does not consider views from 223 – 229 Miller Street Report dismisses views due to potential development at 41 McLaren Street	As described by Council in their assessment for the Ward Street Precinct Masterplan, these buildings do not have critical views. This analysis formed part of the justification for uplift and building envelope modelling within the Ward Street Precinct. The same applies for the site, which is further east than the Ward Street Precinct. The East Walker Street Precinct and the location of the proposed tower only forms a small portion of the broader arc of view to the east from these properties. Any view that has the potential of being impacted is of distant views and not icon or highly valued views. At the time of lodging the Planning Proposal, an active Planning Proposal was submitted over land at 41 McLaren Street. Whilst this has not progressed, it does not preclude the site from being developing at some future stage, given the Ward Street Precinct is undergoing a period of urban renewal. Notwithstanding, the findings of the VAR note that the Miller Street and Vantage apartments have access to views however these are distant views. The proposed building envelope promotes view sharing by consolidating the tower form to the northwestern corner, enabling a view corridor across the southern portion of the precinct. This Planning Proposal does not constitute a detailed development application. A view impact assessment from individual apartments is a matter for DA consideration. This will be undertaken when a final built form has been designed, within the parameters of the proposed concept building envelope.
	North Sydney Council	View impact assessment has not been updated to be consistent with the revised proposal.	The Visual Assessment Report dated August 2020 reflects the intended building envelope that was refined to satisfy the recommendations of the Sydney North Planning Panel and the Gateway Conditions. The location of the tower is also consistent with that identified in the Civic Precinct Study. As confirmed with the DPIE, it is not necessary to undertake a full assessment of the 'alternative building envelope' as this would lead to confusion amongst the community. The alternative building envelope is not a scheme that is intended to come to fruition. It was provided as a simple massing exercise.



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		Clarify view impacts associated with the alternative building envelope	The single tower option in the north-western corner is the Proponent's preferred development outcome for the site, as well as that of both the Sydney North Planning Panel and Council. A tower form is located in the position identified by Council in its Civic Precinct Study, albeit at a reduced height. The proposed concept envelope that has gone through a rigorous testing process and one which is the best suited for the site & surrounding context. It is intended that the site will be developed as a single development site and that commitment has been demonstrated through owners consent & an updated VPA developed and agreed by all owners and endorsed by Council.
Overshadowing	Belvedere Apartments	Loss of solar access to east facing apartments	Additional solar modelling has been prepared by SJB, confirming that solar access is maintained for a minimum of 2 hours to 70% of apartments within Belvedere. Refer to Attachment C . The solar modelling illustrates that between 9am – 10am the eastern façade of the Belvedere tower is partially overshadowed. The greatest affectation occurs between 9am – 9:30am. At 9:30am only 32% of the eastern façade is overshadowed. By 9:45am, only 16% of the eastern facade is impacted. From 10am onwards, the proposed concept envelope does not overshadow the Belvedere. The overshadowing impacts are considered to be minor and for a short duration (i.e. less than 1 hour), and overall the proposal satisfies the ADG solar access objectives with respect to maintaining the amenity of neighbouring properties. This is an excellent outcome in a dense urban area further reiterating the appropriateness of the concept building envelope.
	The Walker Street	Loss of sunlight	The Walker Street Heritage residences are located to the west of the site and adjacent to the location of the proposed tower.



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	Heritage residences 144 -150 Walker Street		As illustrated within Attachment C , these dwellings are located to the north of the Belvedere tower. At 9am, the building envelope does not result in any overshadowing to these properties. Solar access is therefore maintained for a minimum of 2 hours to 70% of apartments within The Heritage.
	45 McLaren Street	Overshadowing impacts have not been adequately. Further overshadowing analysis completed	This property is located to the north west of the site. The proposed building envelope will not result in any overshadowing to this property. Notwithstanding, as per the recommendation of their submission, further overshadowing analysis has been completed, demonstrating that the properties on the western side of Walker Street will retain a compliant degree of solar access.
Building height	North Sydney Council	Contrary to the height transition principle in the Civic Study	The Planning Panel supported the Planning Proposal to proceed to Gateway Determination on 20 February 2020, with the Gateway Determination being issued on 6 July. The Civic Precinct Planning Study was not adopted by Council until 30 th November 2020. It is evident that the Planning Proposal was well advanced prior to Council endorsing the Civic Precinct Study. Page 26 of the Civic Study states: Desired character
			There will be different building typologies encouraged in the area including medium scale commercial buildings (8 storeys) to taller residential towers (between 20 and 28 storeys). Breaks between these buildings will create public open spaces, gardens and provide filtered views towards the harbour. The Planning Proposal is consistent with the desired character of this precinct. This is further discussed in Section 4.3 of the Planning Proposal report.



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			The endorsed height of RL148 for the East Walker Street Precinct provides a height transition down from the planned heights of RL168 -RL225 within the Ward Street Precinct. The envelope massing process was based on urban design principles established by North Sydney Council for the Ward Street Precinct Masterplan to ensure continuity between the CBD, Ward Street and East Walker Street Precincts. There is no logical planning basis or demonstrable improved environmental amenity outcome for the Civic Study to vary building heights on the site, from that which are documented within the Planning Proposal.
			Given the constraints identified in Council's Civic Centre Study as well as the strategic drivers set by the Greater Sydney Commission (GSC) to accommodate housing growth close to the new metro station (with only 4 key sites identified), it would be contrary to good strategic planning to unnecessarily future reduce density on the subject site when the impacts have been demonstrated to meet the required amenity tests, including preservation of solar access to Doris Fitton Park (via a special LEP clause). In addition, high density apartment developments located in urban centres and near public transport infrastructure reduces reliance on private vehicular movements and therefore reduces congestion.
	45 McLaren Street (Podia)	A reduction in height to 19 storey (equivalent to RL119m) The bonus height be removed	The submission recommends that the building envelope on the site be reduced to 19 storeys (RL119). This is below the recommended height increase endorsed by NSC as part of the Civic Precinct Study and the 29 storeys supported by the Planning Panel. The submission does not provide adequate justification or rationale as to this recommended height, aside from a reference to the height at 138 Walker Street. This recommendation is solely based on competing developer interests. The suggested reduction of proposed building storeys is therefore 'arbitrary'; and not based on any genuine amenity impacts. The Panel, in their determination of the Rezoning Review confirmed that the height is suitable for the consolidated 3,948m ² site on the proviso that the additional FSR uplift be removed. The Proponent has



Issue	Objector	Relevant particulars	Response
			removed the additional FSR and the height has enabled a smaller, slender tower with reduced external impacts (visual bulk, view loss & overshadowing).
			The imagery used in the submission (figures 2 and 3) does not reflect the refined concept design that formed part of the post gateway determination exhibition package. Issues raised in the submission in relation to heritage impacts and height transition have been addressed by way of the refined concept design.
Consistency with the Civic Study	North Sydney Council	Land use Height	As discussed in Section 4.3.1 of the Planning Proposal report, the Planning Proposal and proposed concept building envelope has been refined to align with the 'design guidelines; contained in the draft Civic Precinct Planning Study.
			Council acknowledges, in their submission, that the "applicant has addressed the Civic Precinct Planning Study by revising elements of the design concept ." Elements of these amendments are noted as improvements, for example the provision of a physical break and separation between the buildings fronting Walker Street and the amended podium height and relationship to Walker and Hampden Streets"
			The Planning Proposal has elected not to adopt the B3 land use zoning over the site nor reduce the building height to 20 storeys. The proponent supports this given numerous appropriate sites already exist in the CBD to accommodate the desired commercial office space growth.
			The Panel, in their determination of this Planning Proposal and the original Planning Proposal have endorsed both the height and the land uses presented. The Panel states that the site is more suited to the proposed residential mix and that the height is appropriate for the site, subject to design refinement. The design refinement has occurred following the Gateway Determination and as noted above, addresses the design guidelines in the Civic Precinct Planning Study.
			As outlined in Section 4.3.1 of the Planning Proposal, the suggested rezoning to part B3 Commercial and part B4 Mixed-Use is presented in the absence of any evidence-based studies which would



Issue	Objector	Relevant particulars	Response
			support this change in land use. In fact, the change in land use zone is contrary to the outcomes and recommended actions of the adopted North Sydney CBD Capacity and Land Use Study (CLU Study). The CLU Study investigated the potential for lateral expansion to accommodate greater commercial and mixed-use floor space. An investigation of the Hampden Precinct (currently referred to as the East Walker Street Precinct) was undertaken, due to the relatively unconstrained and underutilised nature of the precinct. This Study established that, in the short term, <i>"lateral expansion for additional commercial space is not required"</i> and that it <i>"is preferred that significant commercial growth is contained within the existing commercial core."</i>
			Finally, as illustrated in the final Civic Precinct Study, there are limited opportunities for housing growth to occur in walking distance to the new metro station given the constraints of B3 zoned land and heritage conservation areas and items and large specialised uses such as schools, council chambers and community facilities. Thus, it is critical that Council optimises the opportunity for the small number of identified sites (including the subject site) to support housing growth which in turn will support the public transport investment as well as other Council aspiration such as growing its night time economy in the CBD.
Heritage	Walker Street Heritage Residences	The heritage character of the area will be lost.	A comprehensive heritage assessment was undertaken by <i>Weir Phillips</i> and submitted with the Planning Proposal. A summary is provided on page 82 of the Planning Proposal report. The assessment confirms that the site is not identified as a heritage item nor is it located in a heritage conservation area.
			The site has been identified by Council as a key site, that is under-developed and suitable for redevelopment of a higher density.
			The proposed building envelope and accompanying draft DCP have been designed to by sympathetic to the Hampden Street heritage properties to the north of the site. This has been achieved through the introduction of podium setbacks and vertical proportions within the built form that mimic the subdivision patter of the heritage terraces.



Issue	Objector	Relevant particulars	Response
Traffic	Belvedere Walker Street Heritage Residences 171 Walker Street 197 Walker Street	Current congestion at the intersection of Berry Street Cumulative impacts associated with wider redevelopment Access to Walker Street	As documented in the submitted Transport Assessment Report, consultation with RMS occurred prior to the lodgement of the Planning Proposal. This was a direction from the Panel following the original Rezoning Review determination. RMS raised no objection to the Planning Proposal and planned density for this site. RMS encouraged future development to adopt a lower car parking rate than that which is stipulated in the NS DCP. This is reflected in the Planning Proposal. The Traffic Report and the accompanying traffic letter (Attachment D) confirms that the vehicular movement during peak times would be 1 vehicle every 3 minutes resulting in a negligible impact . Approximately 20% of residents would be car reliant, with the remainder of residents taking advantage of the transport infrastructure. The key findings of the Traffic Impact Assessment are summarised on page 83 of the Planning Proposal report. In the Ward Street Precinct Masterplan and Civic Precinct Study, Council have identified the site as a key site that is currently underdeveloped. This assumes that Council accepts a degree of increased traffic generated by the East Walker Street Precinct. The matters raised by the submitters predominantly relate to existing traffic and pedestrian related conditions which are consistent with living in a CBD location. The development of the Victoria Cross Metro Station will alleviate a degree of the existing congestion. Council's Stage 2 public domain strategy aims to improve pedestrian permeability in and around the North Sydney CBD. The intended development outcome on the site will contribute to an improved pedestrian environment within the East Walker Street Precinct and will create new linkages to the Ward Street Precinct.



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			A letter prepared by JMT Consulting is appended to this RtS (Attachment D) which provides further analysis of the existing traffic situation and the additional traffic generated by the redevelopment of the precinct.
Construction related impacts	171 Walker Street - Jamesons Strata Management Belvedere The Heritage Residences	Construction related impacts (dilapidation report) Traffic management Noise pollution Future traffic associated construction impacts on the site	Construction related impacts are a matter for consideration, following a determination of a development application. Given this is a Planning Proposal, any detailed DA and CC matters will be dealt with at the relevant stage. It is standard protocol for council to include conditions of consent requiring the preparation of a dilapidation report and construction management plans. Any conditions imposed at that stage will be complied with.



The Proponent thanks the Sydney North Planning Panel and the DPIE for the opportunity to respond, clarify and address the matters raised in the submissions.

As highlighted, the issues raised in the submissions are limited in nature (i.e. less than 10) and are manageable through detailed design. There is however some confusion over the intended development outcome on the site. The proposed concept envelope that has been revised to address the Panel's comments and the conditions of the Gateway Determination and is considered to either fully resolve or substantially reduce the degree of external impacts to a reasonable and acceptable level especially given the CBD context. This addresses many of the concerns raised in the objections.

Importantly, the proposed concept envelope now aligns with the design guidelines endorsed by Council as part of the Civic Study, albeit the height and land use. These elements were supported and endorsed by the Panel prior to the exhibition and endorsement of the Civic Precinct Study. There is no fundamental evidence presented by council which would necessitate these elements being altered to reflect the Study.

If you require any further clarifications to assist finalising the assessment of the Planning Proposal, please do not hesitate to contact the undersigned.

Yours sincerely,

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Enc: Attachment A: Area Schedule prepared by SJB Attachment B: Visual Assessment Letter prepared by Richard Lamb and Associates Attachment C: Overshadowing Analysis prepared by SJB Attachment D: Traffic Letter prepared by JMT Consulting